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## ABSTRACT

Results of interviews with 167 school administrators, teacher association presidents, and chief school officers in three New York counties indicate that Southern Tier educators favor educational change, but are hampered in planning by insufficient financial support, apathy and resistance, and inadequate organizational structures. Specific conclusions are: (1) there were few systematic longrange plans based on well-defined goals, (2) evaluation and accountability received little emphasis as a main concern of respondents, (3) respondents generally agreed on the importance of regional cooperation but disagreed on what the areas of cooperation should be, and (4) respondents were concerned about their influence on educational change within their school systems. A related document is ED 041 681. (Author/LLR)

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# PLANNING *for* CHANGE

A Study of Attitudes and Expectations

REPORT # 2

SOUTHERN TIER EDUCATIONAL PLANNING STUDY

## ACKNOWLEDGMENTS

I wish to thank those interviewed for their cooperation in this study. Our presence in the districts was graciously, often eagerly, welcomed by participating educators. In response to the interview questions, they talked freely and frankly about their concerns. It was our feeling that on the whole, the interviews were conducted in a very positive atmosphere of mutual respect and confidence.

One educator thanked the interviewer for the opportunity to participate in the study by remarking, "This has been one of the best half-hours I've spent in the past two years. It has been refreshing to get above the pressure of imminent crisis which results from trying to educate kids with too few staff, too little money and insufficient time to plan for tomorrow, to say nothing of next year or the next decade."

I also wish to thank Dr. Alfred Lederman who was a member of the staff of the Southern Tier Office of the School Development Council when the study began. Al did a large share of the interviewing and assisted in writing the initial drafts of this report.

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### E r r a t a

Recognition and thanks are due to Marti Ernst, who did all the charts in the Appendix, to Marcia Stayer, who typed the various drafts of this report several times each, and to Kay Poeske, who did the final typing.

D.P.M.

Southern Tier Educational Planning Study  
Report II: Interviews

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A STUDY OF ATTITUDES AND EXPECTATIONS**

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# Introduction

How do educators in Allegany, Cattaraugus and Chautauqua Counties view their own school systems? What do they see as their role in the process of educational change?

In an attempt to gain an understanding of these questions, the staff of the Southern Tier Office of the Western New York School Development Council personally interviewed selected public educators in the three counties. Seventy-five school administrators, 46 presidents of local teachers' associations and 46 chief school officers, including three BOCES superintendents were interviewed individually, and all were asked six basic questions (see Section I). Chief school officers were asked an additional eleven questions (also Section I). The interviews were conducted during May and early June of 1970.

We were specifically interested in learning:

1. what changes educators anticipate in the seventies
2. what changes they desire for their own school systems
3. what they feel are the important problems faced by their school districts
4. what plans they have for overcoming their obstacles and making the desired changes, and
5. how they feel regional cooperation can help them achieve their goals.

The responses to each question were recorded by the interviewer. Each educator, at the time of the interview, had an opportunity to review what had been recorded and make any additions or corrections he wished.

The recorded responses were grouped by county and professional classification (chief school officers, other administrators, and teacher association presidents) for tabulation. The tabulated statements were arranged in appropriate categories for the analysis which forms the basis of the following report.

This is the first time a structured interview technique has been used to collect information

about the concerns of public school educators in the three counties. Since the sample was relatively inclusive, there is every reason to believe that results of the survey are reliable. The 167 persons interviewed included all but four chief school officers, all but five teacher association presidents and 75 per cent of all full-time administrators.

Only one chief school officer refused to allow interviews in his district. The three remaining chief school officers who were missed indicated their willingness to be interviewed, but because of scheduling difficulties the interviews were not completed. Scheduling difficulties also prevented us from interviewing four teacher association presidents.

It was never our intent to interview all full-time administrators since we had neither the time nor staff. In smaller districts, we usually interviewed all administrators. In larger districts, we interviewed at least one central office, one elementary and one secondary administrator. All interviews were scheduled through the chief school officer, so we occasionally did not follow the above pattern and often interviewed more than the requested number of administrators.

The report is organized in two main sections, preceded by a summary of conclusions. The first section contains an analysis of the data, including charts and graphs where appropriate. The second section presents an interpretation of the data. The section consists of general conclusions with support drawn from the analysis of data.

Planning For Change: A Study of Attitudes and Expectations is the second report related to the Southern Tier Educational Planning Study (STEPS). A previous document, School District Reorganization: Can Small Schools Compete?, explored the relationship of school district size to the cost and quality of education. A subsequent report will analyze objective data to describe what presently exists and to suggest possible alternatives for education in the three southern tier counties.

David B. Black

## SUMMARY OF CONCLUSIONS

**While educational change was enthusiastically supported, there was little evidence of commitment to the idea that change is a process which can be guided.**

1. There was a strong indication that change is both expected and desired.
2. Desired changes were discussed in general rather than specific terms.
3. The need for more relevant educational goals was mentioned more frequently by educators than any other desired change.

**Educators were concerned about the influence they are able to exercise in making desired changes in their school systems.**

1. The lack of adequate financial support was believed to be the single most important obstacle to change.
2. Apathy and resistance were frequently mentioned as obstacles to change.
3. The need for improved communication between schools and local communities, as well as within school systems, was evident.
4. Small school size and the lack of adequate facilities were thought to limit the possibilities for change.

**There were few systematic long-range plans based on well-defined goals and objectives.**

1. The need to plan for the future exists and is generally recognized.
2. Although the importance of planning was recognized, few examples of careful planning were cited.
3. Plans were discussed in very general terms.
4. The impetus for systematic planning tended to come from external agencies.

**Evaluation and accountability received little emphasis as one of the primary concerns of educators.**

1. Few educators mentioned evaluation and accountability when listing expected changes, and even fewer when speaking of desired changes.
2. The lack of emphasis on evaluation is related to the scarcity of mechanisms for systematic planning in the schools.

**Educators were generally agreed that regional cooperation is important for improving schools but differed and often were vague about what the areas of cooperation should be.**

1. Relatively few examples of activities appropriate for regional cooperation were cited.
2. Most examples of regional cooperation which were suggested were merely expansions of programs which presently exist.

## SECTION I

### Analysis of Data

In this section we discuss each interview question individually in succession. In each case we:

1. list the question asked
2. give the rationale for the question
3. describe, and in some cases, list the responses, and
4. explain how the data were treated in the analysis.

There is not space for a more complete analysis in this report. The results of a more complete analysis are on file in the School Development Council offices and are available for review by appointment. These consist of the full tabulation of data along with breakdowns additional to those discussed in the report (for example, elementary, secondary and central office administrative personnel).

A series of charts and accompanying explanatory statements appears in the Appendix of this report.

**Question 1: What changes do you think will occur in schools in the next decade?**

The first question was asked to establish a context for the questions that were to follow. Our general purpose was to get the educators being interviewed to think and talk about the process of change as it relates to education. We began by asking them to list the educational changes they expected during the next decade. Subsequent questions were designed to give educators an opportunity to respond to questions about educational change in terms of their specific local situations.

A total of 702 distinct responses to Question 1 were made by the 167 persons interviewed. To facilitate analysis, a six-category typology was developed which included all but a few of the responses. The six categories with their criteria for inclusion are shown in the chart below.

Category	Criterion for Inclusion
Goal-related	Emphasizes the need to redefine the basic purposes and desired outcomes of the educational process with special concern for relevancy, individualization, humanization and involvement.
Design-related	Emphasizes the need to restructure the school system in order to better achieve its goals.
Staffing-related	Emphasizes the need for new staffing patterns felt to be necessary to achieve the goals and serve the design of the schools.

Support-related	Emphasizes broadening present or finding new sources of support for schools so they can better achieve their goals.
Specific curriculum-related	Emphasizes specific changes in what is taught.
Evaluation-related	Emphasizes the use of evaluation, accountability and cost effectiveness to determine the extent to which goals are met.

Since these categories occasionally overlap, the decision to include a response in one category rather than another was sometimes made rather arbitrarily. However, on the whole, the categories are inclusive and make the data much more manageable.

Responses related to school district reorganization were not included in the six categories but were recorded separately. A total of 48 persons anticipated a general trend of school district merger during the next ten years.

The following points, in order of frequency, were most often mentioned as the changes expected in schools in the next decade.

Number of Mentions	Response
49	More emphasis on individualization of instruction
48	Reorganization of school districts
36	Increased student involvement in decision-making
32	Increased use of non-graded approach
32	Increased use of technology
30	Teacher involvement in policy and decision-making
24	More use of paraprofessionals
21	Development of new sources of support for schools
18	More emphasis on vocational programs
17	Full year school
16	More relevant curriculum
16	More and better trained professional personnel
15	Increased use of differentiated staffing

The graphs in Figures 1 through 5 of the Appendix show the percentage of total responses to Question 1 which were assigned to each of the six categories. They indicate differences in emphasis across counties as well as professional classifications.

Some of the more significant findings illustrated by the graphs are contained in the statements which appear on the same page with the graphs. We have not tried to make a more thorough analysis at this level and have made no effort to interpret these findings except that contained in Section 2 of this report.



**Question 2: If things happen as you wish, what specific changes would you like to see occur in your school district in the next decade?**

The first question asked educators what changes they **expected** would occur in schools generally. The second question was designed to get responses about the changes **desired** in their own school systems by those interviewed. It was asked that these be stated in specific terms.

The 593 distinct responses to the question about desired changes were considerably fewer than the 702 responses to the inquiry about expected changes. There was a general similarity in the responses to both questions. The similarity made it possible to use the same six-category typology for the classification and analysis of responses to Question 2 as was used for Question 1. It also resulted in emphasis being placed on many of the same changes emphasized in reply to Question 1.

Number of Mentions	Response
44	Emphasis on individualization of instruction
37	Reorganization with neighboring districts
29	Increase use of non-graded plans
19	More appropriate facilities for learning
16	Broaden curriculum
16	Increased use of technology
15	Increased use of team teaching
15	More use of paraprofessionals
15	Increased use of team teaching
14	Increased student involvement in decision-making
14	Ratio of teachers to students will improve
14	Teacher involvement in policy and decision-making
13	More relevant curriculum

Figures 6 through 10 in the Appendix show the distribution of responses by category for each county and for each professional group.

**Question 3: What do you see as the major problems or obstacles which must be overcome by your district if it is to make these changes?**

Question 3 assumes that the desired or preferred state of the system would exist at the present time if there were no obstacles. Educators were, in effect, being asked to list the major problems or obstacles which interfered with or prevented achievement of the goals stated in response to the previous question.

A total of 365 responses was made to the question. Ninety-seven per cent of these fit a four-category typology constructed for the purpose of analysis. The four categories with the criteria for inclusion are listed in the following chart.

Category	Criterion for Inclusion
1. Apathy and resistance to change	Arise from the conflicting attitudes, values or expectations of persons or groups who exercise influence over the school.

2. Financial problems	Related to raising, allocating and accounting for funds.
3. Staffing problems	Related to the recruitment, assignment, training and supervision of staff as well as the relationships among staff members.
4. Organizational problems	Related to organizational control, organizational structure, school district size and the design of educational facilities.

The obstacles to change most frequently mentioned are:

Number of Mentions	Response
101	Lack of adequate financial support
60	Traditional community attitudes and expectations
47	Need to change attitudes and values of teachers
27	Need to change attitudes and values of administrators
24	Lack of foresight and commitment by board of education
21	Lack of adequate facilities
18	Need for continuous retraining of teachers

**Question 4: What long-range plans do you have for meeting these problems?**

Two versions of this question were asked. Since chief school officers were in a better position to speak authoritatively for their districts, they were asked the version stated above. Administrators and teacher association presidents were asked a similar question with the alternate wording, "What long-range efforts should be made by this school district for meeting these problems?"

In the case of chief school officers, Question 4 was intended to determine to what extent school districts engaged in long-range planning and what specific long-range plans existed. In the case of administrators and teacher association presidents, we were interested in knowing how well-informed about and how involved in local long-range planning they were. We were also interested in knowing to what extent they had given thought to possible long-range strategies for producing change in their districts.

The interviewers accepted nearly every response offered. Nevertheless, a significant number of educators made no response that could be considered a long-range plan or even a suggestion for overcoming obstacles and bringing about desired changes. The number of educators unable to cite any plans or suggestions in response to Question 4 is shown in the tables below.

Number of Chief School Officers Reporting No Plans

County	Number Interviewed	Number Reporting No Plans
Allegany	15	7
Cattaraugus	14	6
Chautauqua	17	6
Total	46	19

#### Number of Administrators Offering No Suggestions

County	Number Interviewed	Number Making No Suggestions
Allegany	14	4
Cattaraugus	20	3
Chautauqua	3	7
Total	75	14

#### Number of Teacher Association Presidents Offering No Suggestions

County	Number Interviewed	Number Making No Suggestions
Allegany	14	5
Cattaraugus	14	6
Chautauqua	18	5
Total	46	16

Most of the responses to Question 4 were offered rather tentatively ("Perhaps we could...") and in quite general terms. Although asked for actual plans or suggestions for overcoming obstacles, many educators tended to deal more with how school districts could go about the task of planning. This allowed us to place all responses in one of two categories: **process-related** or **product-related**. Process-related responses were those which had to do with the way a school district functioned in gathering and disseminating information, making decisions and developing plans. Product-related responses were those that had to do with the specific content of the plans or suggestions being offered. The following table shows the comparative number of process-related and product-related responses by professional classification.

Professional Classification	Number of Responses	
	Process-related	Product-related
Chief School Officers	35	20
Administrators	52	54
Teacher Assn. Presidents	41	18
Total	128	92

A summary list of the process-related responses most frequently made by all educators in the three counties follows:

Number of Mentions	Response
31	Work with community groups
26	Improve public relations
26	Improve communications
16	Involve teachers in decision-making
7	Use committees in planning
	Develop better newsletters

Product-related responses varied greatly from district to district. Because they tended to be explicitly related to local problems, preferences and capabilities, there was little overlap, making a summary list of little value.

#### Question 5: What specific plans do you have for next school year that would move your district toward these desired changes?

This question was asked of all chief school officers. As with Question 4, a slightly different version was asked of teacher association presidents and administrators: "What specific efforts could be made in your district next year to move it toward these desired changes?"

Question 5 was intended to determine what immediate plans educators had for improving their systems. We believed that by asking about specific, immediate efforts, we would get information about decisions already made and expected to be or in the process of being implemented.

As with Question 4, a significant number of those interviewed offered no plans or suggestions in response to Question 5. In addition, many of the responses which were accepted lacked specificity. The following tables show the number of educators by professional classification who reported no plans or suggested action in response to Question 5.

#### Number of Chief School Officers Reporting No Plans

County	Number Interviewed	Number Reporting No Plans
Allegany	15	7
Cattaraugus	14	7
Chautauqua	17	7
Total	46	21

#### Number of Administrators Offering No Suggestions

County	Number Interviewed	Number Making No Suggestions
Allegany	14	5
Cattaraugus	22	7
Chautauqua	38	10
Total	75	22

#### Number of Teacher Association Presidents Offering No Suggestions

County	Number Interviewed	Number Making No Suggestions
Allegany	14	10
Cattaraugus	14	8
Chautauqua	18	5
Total	46	23

In contrast to Question 4, most of the responses to Question 5 were product-related. Only 17 responses could be classed as process-related. These had to do with improving the planning, decision-making process. Suggestions and plans, as in Question 4, were directed toward varied local situations and difficult to summarize. Below are the categories used for tabulation of the product-related statements with the number of responses recorded for each category.

Number of Responses	Response Category
65	Curriculum revision
20	Add personnel
10	Conduct inservice
10	Improve facilities
6	Increased technological capabilities
2	Improve financial situation

**Question 6: Are there responses to these problems that your district is unable to make individually that it might be able to make in cooperation with other districts?**

The intent of Question 6 was to determine to what extent educators believed regional cooperation could help them toward a solution to their problems. If a positive response was made to the initial question, the respondent was asked to name those activities he thought were appropriate for regional cooperation.

A total of only 220 specific suggestions was recorded. Forty-nine of the 169 persons interviewed prefaced their reply with the suggestion that small districts could reorganize into larger units. This response was accepted because it reinforced statements about reorganization made in reply to other questions. However, since reorganization goes far beyond simple cooperation, such responses were tabulated separately.

Most responses to the question about regional cooperation could be placed in one of four general categories used for the purpose of analysis. These were:

1. Developing and operating educational programs on a regional basis.
2. Formation of regionally based pressure groups to broaden support for education.
3. Cooperative planning.
4. Regional sharing of ideas and information.

Sixty-two per cent of all the examples of regional cooperation which were suggested dealt with developing and operating educational programs. Basically, educators were suggesting a broadening of BOCES-type programs of shared personnel and services. The suggestions most often made in this category were:

Number of Responses	Response Category
32	Broadening existing vocational programs
20	Utilization of technology such as instructional TV
19	Training and retraining staff
18	Sharing educational and technological specialists
16	Placing advanced academic and low-registration instructional programs under BOCES

Figure 16 in the Appendix shows in graphic form the distribution of responses by category for each professional classification. Too few responses were reported to justify additional breakdowns such as those done for Questions 1, 2 and 3.

### Questions 7 through 17

In addition to the six open-ended questions asked of everyone interviewed, chief school officers were asked eleven short-response questions about present attitudes and practice.

The questions were arranged in three groups. Questions 7 through 10 asked about the existence of local, written multiple-year plans. Questions 11 through 13 asked about the level of commitment to planning, programming, budgeting systems as an aid to systematic planning. Questions 14 through 17 asked about attitudes toward school district reorganization.

The eleven questions with a tabulation of responses follow. Results have been presented by county where appropriate.

The district superintendents of the three counties responded only to Questions 10, 16 and 17 in this section. For this reason, the total number of respondents for those three questions is 46 while for other questions in this section it is 43.

### 7. Do you have a written statement of school district policy?

County	Yes	No
Allegany	10	4
Cattaraugus	10	3
Chautauqua	11	5
Total	31	12

### What is its form?

- 14 Board policy handbook
- 7 Teacher handbook
- 5 Negotiated contracts
- 3 Student handbook
- 1 Administrative handbook

Eight persons indicated that their districts' statements of policy were under revision.

**8. Does your school district have pupil population enrollment projects which are updated yearly?**

County	Yes	No
Allegany	10	4
Cattaraugus	9	4
Chautauqua	12	4
Total	31	12

**For how many years?**

3 — ten-year projections
21 — five-year projections
1 — three-year projection
7 — one-year projections

Eleven persons mentioned that the population in their districts was very stable, reducing the value of enrollment projections.

**9. Does your school district have multiple-year budget projections?**

County	Yes	No
Allegany	3	11
Cattaraugus	0	13
Chautauqua	1	15
Total	4	39

**For how many years?**

3 — five-year projections
1 — three-year projection

**10. Does your district have any other written multiple-year plans?**

County	Yes	No
Allegany	2	13
Cattaraugus	4	10
Chautauqua	3	14
Total	9	37

**What is their nature?**

4 Building construction or renovation
3 Staffing plans
3 Educational television project
2 Curriculum implementation
2 Curriculum study
1 Five-year departmental plans

**11. Is your district currently using any of the components of a Planning, Programming, Budgeting Systems model?**

County	Yes	No
Allegany	1	13
Cattaraugus	0	13
Chautauqua	0	16
Total	1	42

**If yes, would you please describe how you are using PPBS.**

Using PPBS for chief school officers' information only.

**12. Does your district have a commitment from the school board to begin using a PPBS model or any of its components in the near future?**

County	Yes	No
Allegany	0	14
Cattaraugus	1	12
Chautauqua	0	16
Total	1	42

**If yes, when do you plan to begin using the PPBS model?**

Next year.

**13. Has your school district discussed the possible use of PPBS techniques, but as yet made no commitment?**

County	Yes	No
Allegany	2	12
Cattaraugus	8	5
Chautauqua	6	10
Total	16	27

**14. Do you favor school district reorganization?**

County	Yes	No
Allegany	13	1
Cattaraugus	12	1
Chautauqua	15	1
Total	40	3

**What are your reasons?**

- Reasons for favoring
  - 33 Increased curriculum offerings
  - 7 Financial benefits
  - 2 Flexibility of scheduling
  - 1 More efficient use of staff
  - 1 Inadequacy of present building
- Reasons for opposing
  - 2 More student involvement possible in smaller school

**15. Does your school board philosophically favor reorganization?**

County	Yes	No	Undecided
Allegany	8	5	1
Cattaraugus	8	5	0
Chautauqua	5	9	2
Total	21	19	3

**Would they actively support a reorganization move?**

County	Yes	No	Unde- cided
Allegany	8	5	1
Cattaraugus	7	6	0
Chautauqua	4	10	2
Total	19	21	3

**16. How optimistic are you that yours and neighboring districts will reorganize on their own initiative?**

County	Opti- mistic	Pessi- mistic
Allegany	3	12
Cattaraugus	0	14
Chautauqua	2	15
Total	5	41

**17. What can be done to hasten reorganization?**

- 29 State should mandate reorganization
- 13 State should offer additional financial incentives
- 5 Convince public of the benefits of reorganization
- 1 State should stop subsidizing small schools.
- 1 Reorganize services without actually merging districts.

## SECTION II

### Interpretation of Data

#### INTEREST IN CHANGE

While educational change was enthusiastically supported, there was little evidence of commitment to the idea that change is a process which can be guided.

There was a strong indication that change is both expected and desired.

Ninety-five percent of the persons interviewed believed that significant changes would occur in education during the next decade. Change was viewed sometimes positively, sometimes negatively, as an inevitable force; the school districts all revealed certain anxieties and apprehensions concerning change.

Educators were able to state and were generally agreed upon the changes they thought the next decade would bring. They could also list, in general terms, a number of changes they desired for their systems. In most cases, what was expected and what was desired were very similar.

Educators believed the anticipated changes would arise from a number of sources. Community pressures were cited as one source of change. Educators repeatedly mentioned the new and innovative programs which are constantly being offered to districts for adoption. Programs mandated by the State also result in change (the new health education curriculum was often cited in this regard).

Educators also felt that current social problems have implications for change in their local school systems. A typical comment was, "Right now we don't have the problems of student militancy and drugs that they have in the cities and suburbs. But it's only a matter of time until we have to face them in our district, and we'd better be ready."

About half the educators interviewed expressed some degree of impatience with the quality and quantity of change occurring in schools. They felt that too few changes would occur. Anticipated changes come much too slowly and superficially to satisfy this group.

An extremely small number felt that change is occurring too rapidly and with little real improvement in the educational system. Some educators indicated that they did not desire any really substantial changes and that many of the changes they are being forced to make are unnecessary.

Southern Tier educators desire a broader, more humanistic curriculum, relevant to current social conditions, and compatible with the most advanced knowledge about learning theory; a curriculum that would focus on the individual talents, interests and needs of all students. They hope that the next decade will be one in which these will become not only the espoused, but also the achieved goals of the schools.

There were only a few districts within which all or most of the persons interviewed mentioned the same specific desired changes as though they had been discussed and agreed upon.

Desired changes were discussed in general rather than specific terms.

Although asked for the specific changes they wished would occur, most educators found it difficult to state desired changes in specific terms. Nearly all educators mentioned broad, general changes such as "individualized instruction," "non-gradedness" and "flexible scheduling."

Responses such as "curriculum based on the needs of the students" or "broadening the curriculum" were typical and were repeated in nearly the same words in several different districts. There were only four or five occasions when these very general concepts were expressed in such excitingly specific proposals as "open a branch school for distributive education in the Chautauqua Mall" or "develop an English program consisting of 13 single-semester courses covering a broad range of topics from which a student could fulfill his English requirements by selecting eight courses related to his interests."

The need for more relevant educational goals was mentioned more frequently by educators than any other desired change.

Educators were asked, "If things happen as you wish, what specific changes would you like to see occur in your school system in the next decade?" Nearly one-third of all the responses to this question could be classified as goal-related. By goal-related we mean those statements which are

directed toward the basic purposes and desired outcomes of the educational process.

Educators across the three counties were consistent expressing their desire to redefine (or perhaps reaffirm) the basic purposes of education. The responses indicated that they desire a broader, more humanistic curriculum, relevant to current social conditions, and compatible with the most advanced knowledge about learning theory; a curriculum that would focus on the individual talents, interests and needs of all students.

The implications of this overwhelming concern with educational goals are not entirely clear. In some cases there seemed to be a general dissatisfaction with the basic purposes upon which current educational programs rest. In other cases, concern with educational goals was far less fundamental. This group was saying that these are the goals we have always given lip service but have never quite been able to implement. They hope that the next decade will be one in which these will become not only the espoused, but also the achieved goals of the schools.

## OBSTACLES TO CHANGE

**Educators were concerned about the influence they are able to exercise in making desired changes in their school systems.**

**The lack of adequate financial support was believed to be the single most important obstacle to change.**

Sixty-five percent of all chief school officers indicated that financial problems were a primary deterrent to change. The limited property tax base of the region places schools in an economically vulnerable position. Property tax rates have increased dramatically in the past few years, a trend which is expected to continue. For most districts, however, an increase in the property tax rate does not generate a proportionate increase in revenue. This makes school districts financially dependent upon the generosity and occasionally the whims and political expediency of the State legislature.

It is generally felt that the property tax is overburdened, and is, in fact, approaching the limit that taxpayers will endure. Other sources of revenue are being sought, but educators are pessimistic about the possibility of finding any substantial financial relief.

Regional or statewide financing received 24 mentions as a desirable solution to the financial problems faced by schools. This possibility was seen as attractive because it would spread the total cost of education over a broader economic base and result in increased equity. It was also because under this plan there would be

**Boards of education were criticized for their lack of foresight and for their conservative philosophies, teachers for their lack of commitment, and administrators for their traditional attitudes and lack of leadership. Educators also expressed a lack of confidence in public support for their educational programs.**

**Eighty-nine per cent of all chief school officers expressed the belief that under present legislation schools would not reorganize on their own initiative.**

less likelihood of a local vote on school budgets. Many educators who did not favor such a plan tended to feel that because of economic pressures, regional or statewide financing of schools is an inescapable eventuality. A desire for greater federal financial assistance was also expressed.

A majority of those interviewed (101 of 167) felt that increased financial support would help solve many of the most serious problems facing schools. Typical responses to Question 3 (problems and obstacles to be overcome) were, "Money is the key; if we have the money, all the other things will fall into place." Or, "We know what we want to do, and we know how to do it, the only thing we lack is money."

**Apathy and resistance were frequently mentioned as obstacles to change.**

Educators expressed a lack of confidence in public support for their educational programs. They indicated that the basic conservatism of the area results in community attitudes and expectations which are strongly resistant to change. This apathy and resistance to change were seen as a dominant force shaping the mood of communities.

The increasing number of budget defeats was seen as open resistance to educational change and tends to make boards and administrators more careful and conservative in their decisions. Defeat of school district reorganization attempts was cited as another indication of community resistance. Watchdog committees of taxpayers are being formed in an increasing number of districts to monitor the decisions of boards of education, particularly those involving the expenditure of funds.

Educators also pointed out a lack of interest in change within the educational establishment. It was felt that a great deal of apathy and resistance to change existed among teachers, administrators, and board members. Each group tended



**Forty-eight per cent of the chief school officers stated they had no immediate plans for resolving the problems that they saw as obstacles to change.**

to blame the others for resisting change. Boards of education were criticized for their lack of foresight and for their conservative philosophies, teachers for their lack of commitment, and administrators for their traditional attitudes and lack of leadership.

School district reorganization was believed to be important, perhaps essential, if schools of the area are to provide a quality educational program. However, 89 per cent of all chief school officers expressed the belief that under present legislation, schools would not reorganize on their own initiative. Sixty-five percent felt that a State mandate would be required for reorganization to occur.

Ninety-two percent of all chief school officers stated their personal support for reorganization and indicated that about 50 per cent of the boards of education in the three counties would actively support reorganization as a public issue. Failure of schools to reorganize was blamed almost totally on community attitudes and expectations.

**The need for improved communication between schools and local communities, as well as within school systems, was evident.**

Each group interviewed expressed a desire for better communication among boards of education, administrators, teachers and the community. The need for better communication is related to the high frequency of responses citing apathy and resistance to change as important obstacles to achieving goals. Perhaps these conditions could be more accurately described as a consequence of the absence of meaningful communication.

The most frequently mentioned forms of communication now in use are designed mainly to inform. Fewer forms of communication exist which provide an opportunity for educators to listen to what the community or other educators have to say. Even fewer exist which lead to the involvement of the various educational communities (teachers, parents, students, etc.) in helping define the task of the schools.

There was a high frequency of responses from chief school officers and administrators indicating their belief that the next decade would bring greater involvement of teachers (11 mentions) and students (13 mentions) in decision making. However, there were 59 per cent fewer responses in-

dicating that chief school officers and administrators actually wished to have students and teachers directly involved in decision making.

The Taylor Law was seen as an avenue of communication that hindered rather than promoted change. It appeared that negotiations (a kind of communication) polarized the thinking of administrators and teachers at a time when more collaborative association is needed and even desired.

There were only a few districts, within which all or most of the persons interviewed mentioned the same specific desired changes as though they had been discussed and agreed upon. In the cases where this occurred, it was interpreted to mean that there was at the very least, good internal communication and, at the very best, a process of mutual goal-setting and cooperative planning to achieve those goals.

**Small school size and the lack of adequate facilities were thought to limit the possibilities for change.**

Sixty-six percent of the school districts in the three counties have fewer than 1200 students; 38 per cent have fewer than 800 students. The State Education Department encourages a minimum school size of 6000 students and will approve school district mergers which result in an enrollment of fewer than 3000 students only under special circumstances. Educators in the three counties are extremely pessimistic that school districts will reorganize without a legislative mandate.

Those interviewed believed that a great need for change exists in small school districts. They also felt that limited options for change and improvement are open to smaller schools. Educators in the smaller school districts indicated a desire to offer their students broader curricular choices, but felt that they were prevented from doing so because of school size. They pointed out that many small classes were necessary to merely provide students with required courses, leaving limited staff resources to devote to elective courses. They also mentioned the difficulty of providing such services as summer school, adult education, and pre-kindergarten classes in small districts.

Educators in small school districts also spoke of difficulty in obtaining and efficiently utilizing educational specialists. Most of these specialists are employed through Boards of Cooperative Educational Services (BOCES) on a part-time basis, which limits the flexibility of the programs to which they are assigned in the local districts.

Staffing difficulties which influence the total program in small school districts were summed up by one administrator when he said, "Eliminate one position, and you eliminate a whole department."

A limited financial base and the lack of administrative support necessary to plan effectively for



**The feeling that fewer and fewer alternatives are available to schools was common.**

**Only one district in the three counties demonstrated by its present practice a desire to rely on written plans for its regular operation.**

change also limit the alternatives available to small school districts.

Building design and outmoded facilities were felt to hinder newer staffing and instructional patterns. Frustration was expressed because of the limited flexibility of outdated secondary facilities and the knowledge that there is little hope of new construction with present non-impedance regulations.

## **PLANNING FOR CHANGE**

**There were few systematic long-range plans based on well-defined goals and objectives.**

**The need to plan for the future exists and is generally recognized.**

Nearly everyone interviewed expressed a desire for educational change, not only generally, but within their own school system. In order for these changes to occur in manageable form, careful planning is required. The view that change is inevitable imposes an obligation upon educators to plan thoughtfully and systematically for the future.

The dwindling influence they are able to exert over their systems was another concern of educators. The feeling that fewer and fewer alternatives are available to schools was common. Many administrators reported that it takes all their time and energy just to keep their systems functioning. In some cases this was seen as a process of responding to one crisis after another. Systematic planning offers a way for educators to regain control of their systems.

Educators expressed a concern that many of the problems now confronting metropolitan school systems would face them very shortly, and steps to control these problems must be taken.

Educators indicated that they lack both the time and staff to do reflective planning. They expressed regret at this circumstance and indicated a desire to plan for the future.

**Although the importance of planning was recognized, few examples of careful planning were cited.**

Changes were desired, but plans for moving toward desired goals were seldom mentioned. Plans that were described were often vague in nature, had no timetables, and were not focused on the achievement of specific objectives. Rather than being well-worked-out designs for moving the system from its present state toward desired goals, plans tended to be expressed as wishes and hopes which had not yet been reduced to concrete plans.

Forty-eight percent of the chief school officers stated they had no immediate plans for resolving the problems they saw as obstacles to change.

There was a unanimous desire for increased financial resources and a general assumption that more money would result in changes that would produce better schools. Few plans, however, were directed toward increasing financial support.

Thirty-four percent of the chief school officers stated that they do not maintain pupil enrollment projections which are updated yearly. Several indicated that since their district was small and the population very stable, they did not really need enrollment projections to tell them what to expect. One commented, "If I want to know how many sixth graders we'll have next year, I just look at this year's fifth grade."

Only 12 percent of the chief school officers reported that they make multiple year budget projections. It was felt by many that so many financial uncertainties exist for schools that it would be a waste of time and energy to attempt to forecast either revenues or expenditures.

Among the uncertainties mentioned were negotiations and yearly legislative action on State aid to schools. On the other hand, the dependability of inflation as a factor in budgeting was expressed by one chief school officer who said, "We just estimate a 10 percent increase each year."

Only 20 percent of the chief school officers replied affirmatively to the question, "Does your school district have any other multiple-year plans or projections?" Plans described in response to this question were related to building needs, staffing needs and curriculum implementation. Only one district in the three counties demonstrated by its present practice a desire to rely on written plans for its regular operation.

**Plans were discussed in very general terms.**

When asked about the long-range plans of the district, the majority of educators responded with very vague and general statements. Many of their statements were not so much plans as hopes and wishes. Often their remarks were prefaced by such statements as, "What we need to do . . ." or "What we ought to do . . ."

Responses, while stated in general terms, indicated a real concern for improving communication and a desire for more collaborative planning techniques. Typical comments were, "We ought to use committees in planning;" "We need to work with community groups;" "More and more we will involve our teachers in decision making;" and "We need more inservice programs."

When asked about immediate plans ("What specific plans do you have for the next school year?") most educators spoke of curriculum revisions presently in progress. These revisions include developing improved reading programs, adding elective courses, or implementing the mandated health education program. It seemed that many educators were backing up with action their expressed desire for a broader curriculum. However, in only a few cases were the curriculum revisions ever related to a broader, long-range plan for the district.

While several districts indicated that their long-range efforts should be directed toward improved communication and collaborative decision making, relatively few schools mentioned any immediate plans related to those goals.

Forty-two percent of all the educators indicated they had no specific plans for creating the changes they desired.

### **The impetus for systematic planning tended to come from external agencies.**

Schools have been forced by governmental and private agencies to develop systematic proposals to meet requirements for funding. This involves compliance with guidelines calling for such planning-related elements as a definition of the problem, rationale, statement of objectives, project design and evaluation strategy. The project proposal, then, functions as a device which requires districts to participate in the planning process for at least the aspects of their programs which receive outside funding.

Most of the planning documents which existed in the districts studied, as well as the better examples of planning which were discussed, were for programs which involved at least partial external funding. For equally important programs which did not involve external funding, written plans seldom existed.

Training and experience in project planning and proposal writing appeared to provide a model of the planning process which influenced the total approach of some districts. School districts which were most aggressive and successful in generating external funding were also the districts which attempted to rely on a process of systematic planning in the operation of their regular programs.

Those charged with the responsibility of developing and administering such projects often

complain that the process is time-consuming and imposes limitations on the autonomy of local districts and administrators. Lack of time and staff was often cited as a reason schools did not regularly do reflective planning.

In many districts the interviewers felt that were it not for the requirements imposed by funding agency guidelines, the staff might never consider any aspect of their program in terms of written objectives, alternative approaches and evaluation design.

## **EVALUATING CHANGE**

### **Evaluation and accountability received little emphasis as one of the primary concerns of educators.**

#### **Few educators mentioned evaluation and accountability when listing expected changes, and even fewer when speaking of desired changes.**

Considerable emphasis is presently being placed upon the whole area of evaluation, accountability and cost effectiveness by such agencies as the State Education Department, the U.S. Office of Education, and the universities. Schools have been criticized from many quarters for inadequately evaluating their programs. As educational programs come increasingly under question, financial support is more and more difficult to generate and sustain.

The second annual survey of "The Public's Attitude Toward the Public Schools," designed by CFK, Ltd., a Kettering Foundation affiliate, and conducted by Gallup International, has recently been released. A preview summary appearing in the October 1970, *Phi Delta Kappan* indicates that the public strongly favors greater accountability for schools. Sixty-seven percent of all persons interviewed in the poll favor holding teachers and administrators accountable for the progress of students.

For these reasons, it was expected that a great deal of concern with evaluation and accountability would be expressed by Southern Tier educators. In response to our interview questions, educators emphasized the need for newer and better programs and for more money and staff to support those programs. However, very little emphasis was placed on accountability and evaluation. In answer to the first question, "What changes do you think will occur in the next decade?" fewer than five responses in every 100 were related in any way to evaluation.

In answer to the question, "If things happen as you wish, what specific changes would you like to see occur in your school district in the next decade?" 3.2 percent of the responses were related to evaluation.

In answer to both questions, administrators mentioned the need for improved evaluation practices significantly more often than did teachers. It is also interesting that educators placed more emphasis on the importance of evaluation when discussing in general terms what they expected during the next decade than in talking specifically about what they desired for their own school systems.

**The lack of emphasis on evaluation is related to the scarcity of mechanisms for systematic planning in the schools.**

Evaluation is an essential part of the planning process. Good planning must include a "feedback" mechanism to provide information about whether or not goals have been met and at what cost. On the basis of feedback information available through systematic evaluation, program changes can be made which will result in more efficient and effective attainment of objectives.

The infrequency with which evaluation and accountability were mentioned as being either expected or desired cannot fully be explained as simple avoidance of a difficult and controversial topic. In most school districts goals are not defined in specific, measurable terms. This makes evaluation difficult, if not impossible. The lack of systematic planning in the schools also partially accounts for the lack of emphasis on evaluation, since planning and evaluation are so closely related.

## REGIONAL COOPERATION

**Educators were generally agreed that regional cooperation is important for improving schools but differed and often were vague about what the areas of cooperation should be.**

**Relatively few examples of activities appropriate for regional cooperation were cited.**

Educators were asked, "Are there responses to these problems that your district is unable to make individually that it might be able to make in cooperation with other districts?" Usually the question was answered affirmatively. However, when asked to suggest some things that could be accomplished best through regional cooperation, most educators made only limited responses.

The 167 persons interviewed made only 220 responses to the question. This was an average of 1.3 suggestions per person although fifty-four persons made no specific suggestions. Presidents of teachers' associations made slightly fewer responses than administrators and chief school officers, averaging about one suggestion per person.

In short, responses to the question seemed to indicate that while there is interest in and support for regional cooperation, awareness of and information about specific activities and programs with potential for regional cooperation are generally lacking.

**Most examples of regional cooperation which were suggested were merely expansions of programs which presently exist.**

Teacher association presidents placed considerable emphasis on the need to develop regionally based pressure groups to broaden support for education. This concern was explained as a desire to strengthen their position in helping to shape educational policy. Twenty-seven percent of all teacher responses were in this category. Chief school officers also expressed the need to develop a unified regional base for influencing the direction of education.

Only chief school officers (indicated by 14 percent of their responses) expressed significant interest in planning as an important area for regional cooperation. Compared to the other groups interviewed, chief school officers attend more regional meetings and are generally better informed about regional problems and issues.

Teachers indicated a sense of isolation by emphasizing their need for more opportunities to share ideas and exchange information on a regional basis. Ten percent of all teacher responses expressed a desire for more regional sharing of information and ideas.

The overwhelming majority of responses from all three professional classifications had to do with developing and operating educational programs. Seventy-one percent of the suggestions made by those interviewed were in this category (see Figure 16). Most of the specific replies assigned to this category were suggestions for the continuation and expansion of programs and services presently offered by BOCES.

**The project proposal functions as a device which requires districts to participate in the planning process for at least the aspects of their programs which receive outside funding. School districts which were most aggressive and successful in generating external funding were also the districts which attempted to rely on a process of systematic planning in the operations of their regular programs.**

## APPENDIX

To facilitate analysis of the responses to Questions 1, 2, 3 and 6, it was necessary to develop a set of response categories for each question. In each case, nearly all responses could be assigned to a major category. The few additional responses were recorded and treated as separate minor categories.

Educators interviewed usually made several distinct points in response to a single interview question. Often, several points made by an educator related to a single response category.

Figures 1 through 16 are an attempt to graphically represent the distribution of responses among categories. Each column of the graph represents the percentage of all the responses to the question being considered which were assigned to a particular category.

It should not be concluded that the relative length of the columns for the various categories of each graph amount to an expression of priority. They simply mean that when asked a particular question, educators talked more about certain categories of concerns than they did about others. If the same groups of educators had been asked to arrange the categories in order of importance, an entirely different ranking might have occurred.

A related problem is illustrated in Figures 11 through 15. In reality, financial problems had much greater significance and apathy and resistance to change had somewhat less significance than the graphs suggest. When mentioning apathy and resistance, educators often made more than one distinct point. In some instances a single educator made as many as four or five responses, all of which could be classed in the apathy category.

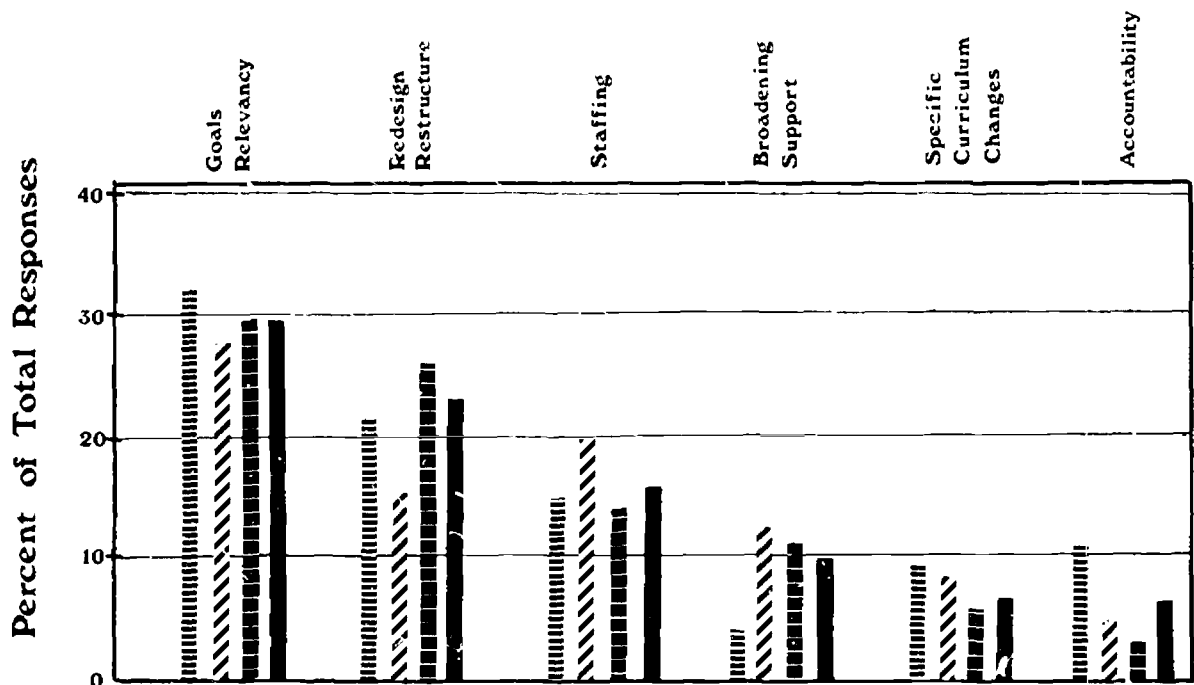
On the other hand, educators tended to mention finance as a problem only once. As a result, the actual number of persons mentioning apathy was considerably smaller than those mentioning finance. For this reason we felt justified in drawing the conclusion on page 14 of Section 2 that "The lack of adequate financial support was believed to be the single most important obstacle to change."

Figures 1 through 5 relate to Question 1; Figures 6 through 10 to Question 2; Figures 11 through 15 to Question 3 and Figure 16 to Question 6.

Statements summarizing the more significant information shown by the graphs appear with each graph. The statements are illustrative rather than comprehensive. The reader, using these statements as a model, can analyze the graphs in the degree of detail that suits his purposes.

## EXPECTED CHANGES - Administrators

### Response Category



**QUESTION #1:** What changes do you think will occur in schools in the next decade?

**KEY:**  
 ▨ Total Administrators-Allegany  
 ▩ Total Administrators-Catt.  
 ▤ Total Administrators-Chaut.  
 ■ Total Administrators-3 Co.

FIGURE 1

- Changes dealing with redesigning or restructuring education were anticipated more by administrators in Chautauqua (26.8% of their total responses) and Allegany (21.5%) Counties than in Cattaraugus (16.9%).
- More than three times as many responses anticipating a broadening of support for education were received from administrators in Chautauqua and Cattaraugus Counties than from Allegany County.

## EXPECTED CHANGES - Chief School Officers Response Category

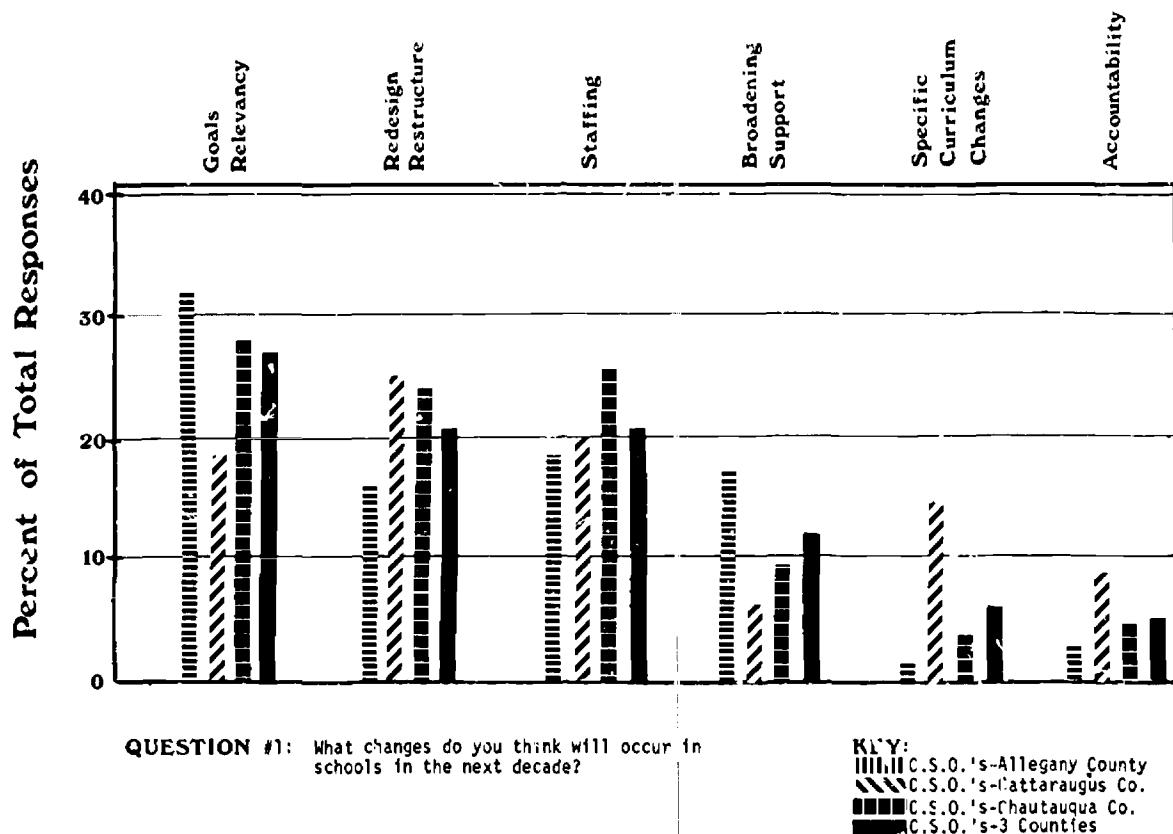
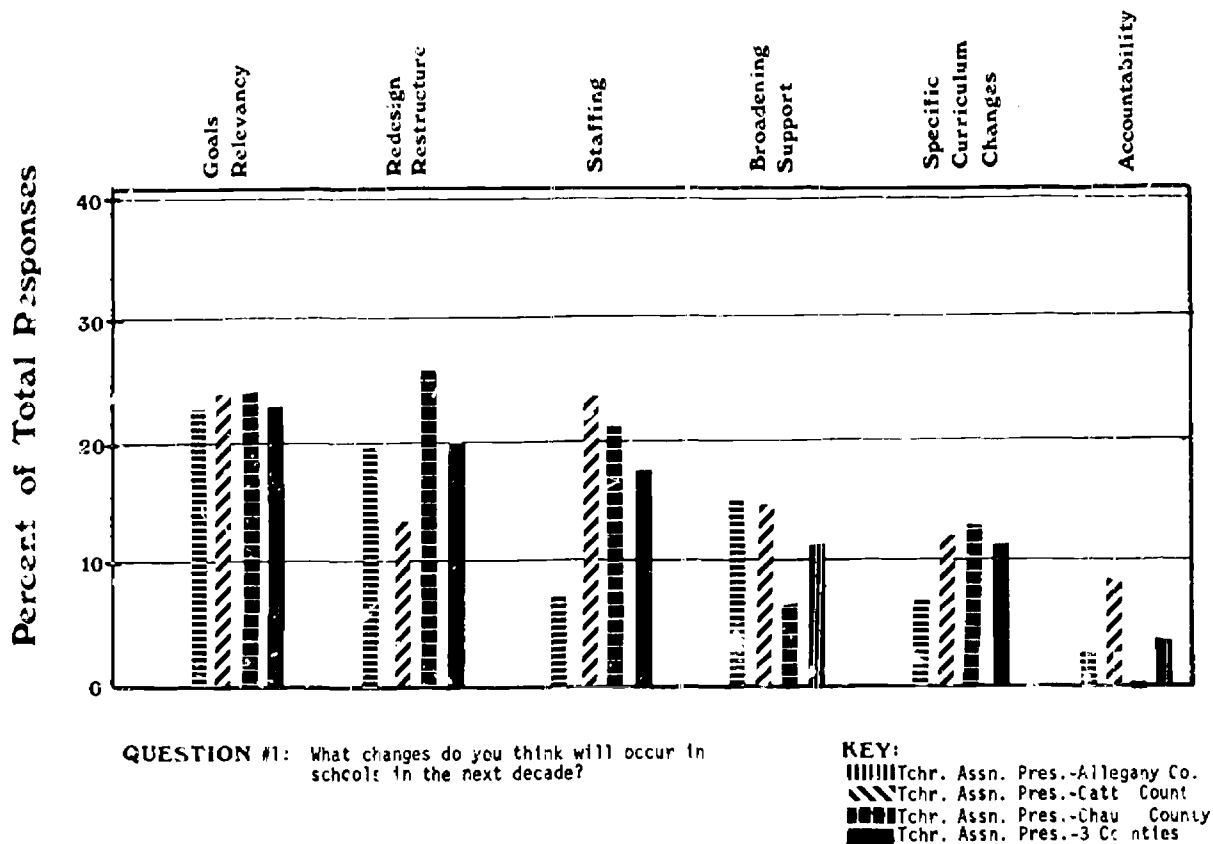


FIGURE 2

- 32.5% of all responses by chief school officers in Allegany County were goal-related. This was a greater percentage than for any of the other group interviewed.
- The need to broaden support for schools was mentioned by Allegany County chief school officers three times as often as by chief school officers in Cattaraugus County and twice as often as in Chautauqua County.
- Chief school officers in Chautauqua and Allegany Counties expressed almost no concern with specific curricular changes while 14% of all responses by chief school officers in Cattaraugus County were in this category.

## EXPECTED CHANGES -Teacher Assn. Presidents

### Response Category

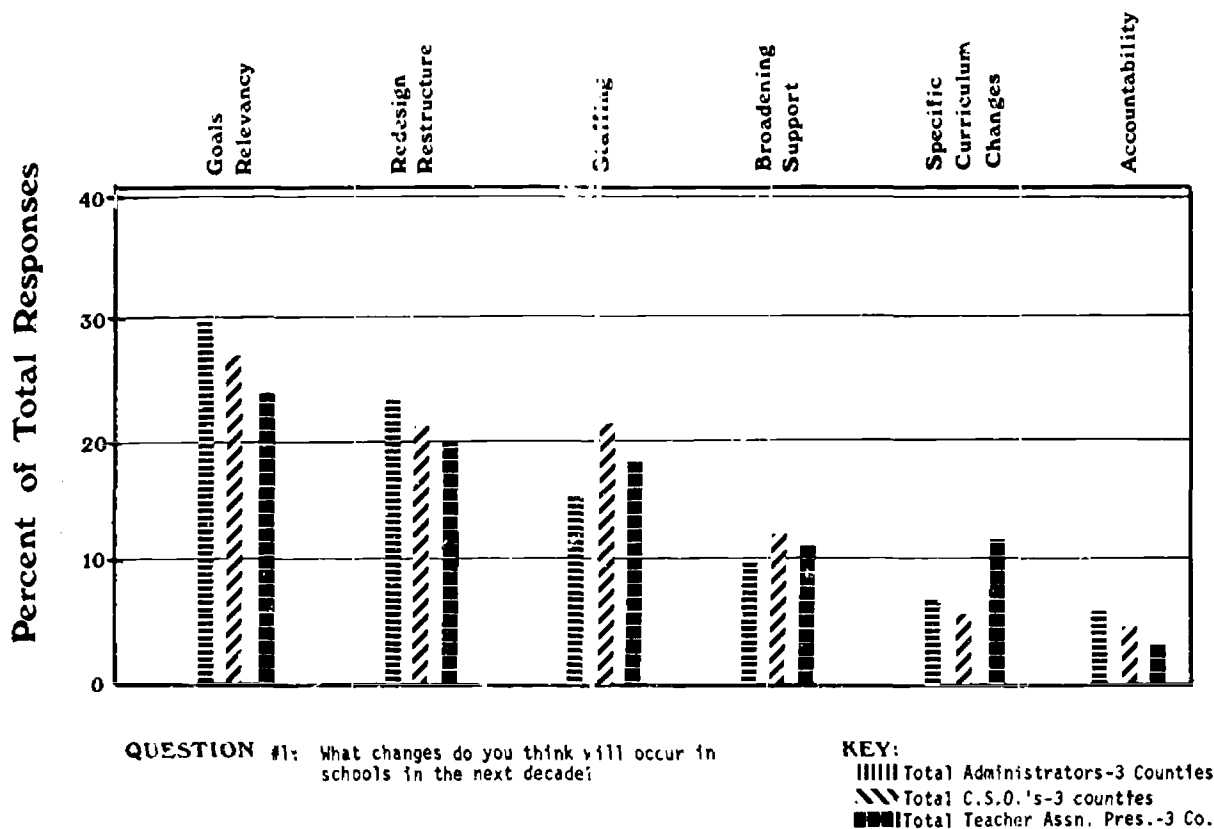


**FIGURE 3**

- Teacher association presidents in Chautauque County made significantly more design-related responses than did their counterparts in either Cattaraugus or Allegany Counties. Chautauque presidents made design-related comments twice as often as Cattaraugus presidents and 35% more often than teacher association presidents in Allegany County.
- Teacher association presidents from Allegany County made considerably fewer comments (only one-third as many) which were staffing-related than did teacher association presidents in Chautauque and Cattaraugus Counties.
- With regard to support for education, teacher association presidents in Allegany County expressed the greatest amount of concern, Cattaraugus County slightly less and Chautauque County comparatively little.
- Teacher association presidents in Allegany County made considerably fewer mentions of specific curricular changes than did those in either Cattaraugus or Chautauque Counties (7% compared to 12% and 13%).

## EXPECTED CHANGES - 3-County Totals by Group

### Response Category



**FIGURE 4**

- Although teachers were more concerned with goals than with any other category in the typology, administrators made specific reference to educational goals 26% more often than did teachers.
- Teachers expressed considerably more interest (nearly double) in specific curriculum changes than did administrators.
- Administrators mentioned accountability nearly twice as often (80% more often) as did teachers.



**Percent of Total Responses**

The bar chart displays the percentage of total responses for six categories of charges expected in schools over the next decade. The categories are: Goals Relevancy, Redesign Restructure, Staffing, Broadening Support, Specific Curriculum Changes, and Accountability. For each category, three bars represent different counties: All (horizontal lines), Cattaraugus (diagonal lines), and Chautauque (solid black). The y-axis ranges from 0 to 40 percent.

Charge Category	All	Cattaraugus	Chautauque
Goals Relevancy	31	23	29
Redesign Restructure	18	18	26
Staffing	15	21	19
Broadening Support	13	12	10
Specific Curriculum Changes	6	12	7
Accountability	2	7	3

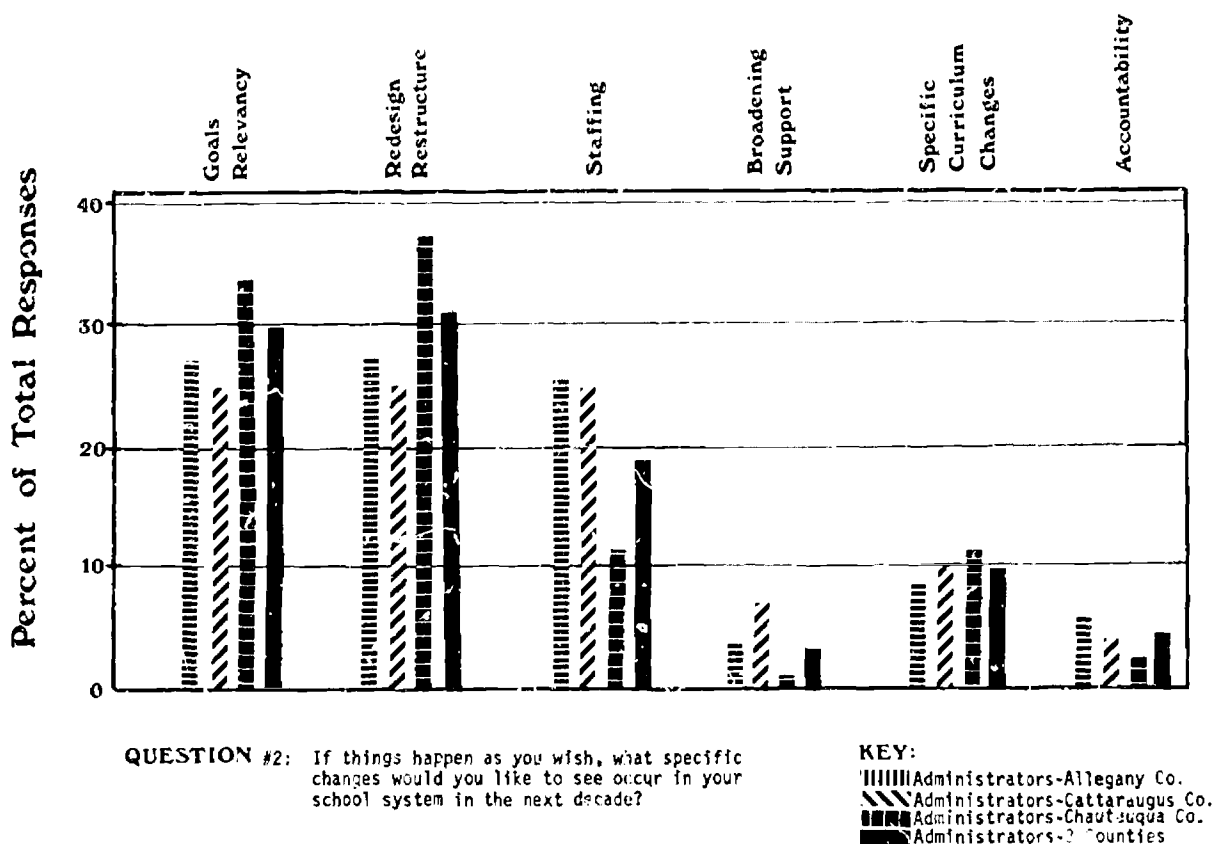
**KEY:**  
All educators-Allagany Co.  
All educators-Cattaraugus  
All educators-Chautauqua

**QUESTION #1:** What charges do you think will occur in schools in the next decade?

- Among all the educators interviewed in the three counties the largest proportion of comments was goal-related.
- Educators in Chautauqua County made design-related comments 29% more often than did educators from Catteraugus or Allegany Counties.
- Educators from Catteraugus County mentioned specific curriculum changes nearly twice as often as did educators from Allegany or Chautauqua County.
- Only a small portion (approximately 4.5%) of the responses was related to accountability and the need for better evaluative techniques.

## DESIRED CHANGES - Administrators

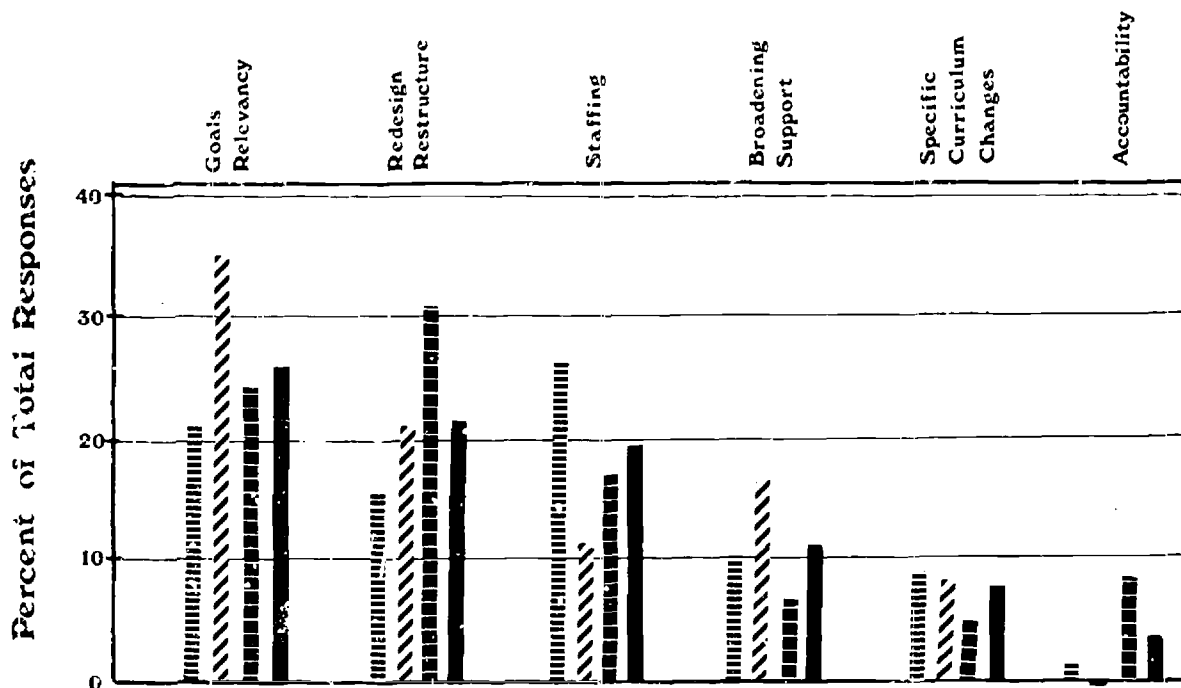
### Response Category



**FIGURE 6**

- Administrators expressed relatively little concern with broadening support for education or with accountability.
- Administrators in Cattaraugus and Allegany Counties expressed very similar interests in reference to question 2 in all categories.
- Chautauqua County administrators made a relatively high frequency of goal-related (16% above the mean for all administrators) and design-related (21% above the mean) responses while making relatively few staffing-related responses (43% below the mean).

## DESIRED CHANGES- Chief School Officers Response Category



**QUESTION #2:** If things happen as you wish, what specific changes would you like to see occur in your school system in the next decade?

**KEY:**  
 ▨ C.S.O.'s-Allegany County  
 ▩ C.S.O.'s-Cattaraugus Co.  
 ▪ C.S.O.'s-Chautauqua Co.  
 ■ C.S.O.'s-3 Counties

**FIGURE 7**

- Chief school officers in Cattaraugus County indicated an especially high desire to redefine the goals of their systems (46% higher than in Chautauqua County and 63% higher than Allegany County).
- Chief school officers in Chautauqua County expressed more concern with restructuring their systems than did chief school officers in the other two counties (42% more than those in Cattaraugus County and 90% more than Allegany County).
- Chief school officers in Allegany County stated more staffing-related preferences than did chief school officers in the other two counties (50% more than those in Chautauqua County and 140% more than those in Cattaraugus County).
- Concern with broadening support was greatest among chief school officers in Cattaraugus County (16% of all responses), less in Allegany County (10%) and least in Chautauqua County (6.5%).
- Most of the responses by chief school officers concerning a wish for more emphasis on accountability (80% of all responses in this category) came from Chautauqua County.

## DESIRED CHANGES - Teacher Assn. Presidents

### Response Category

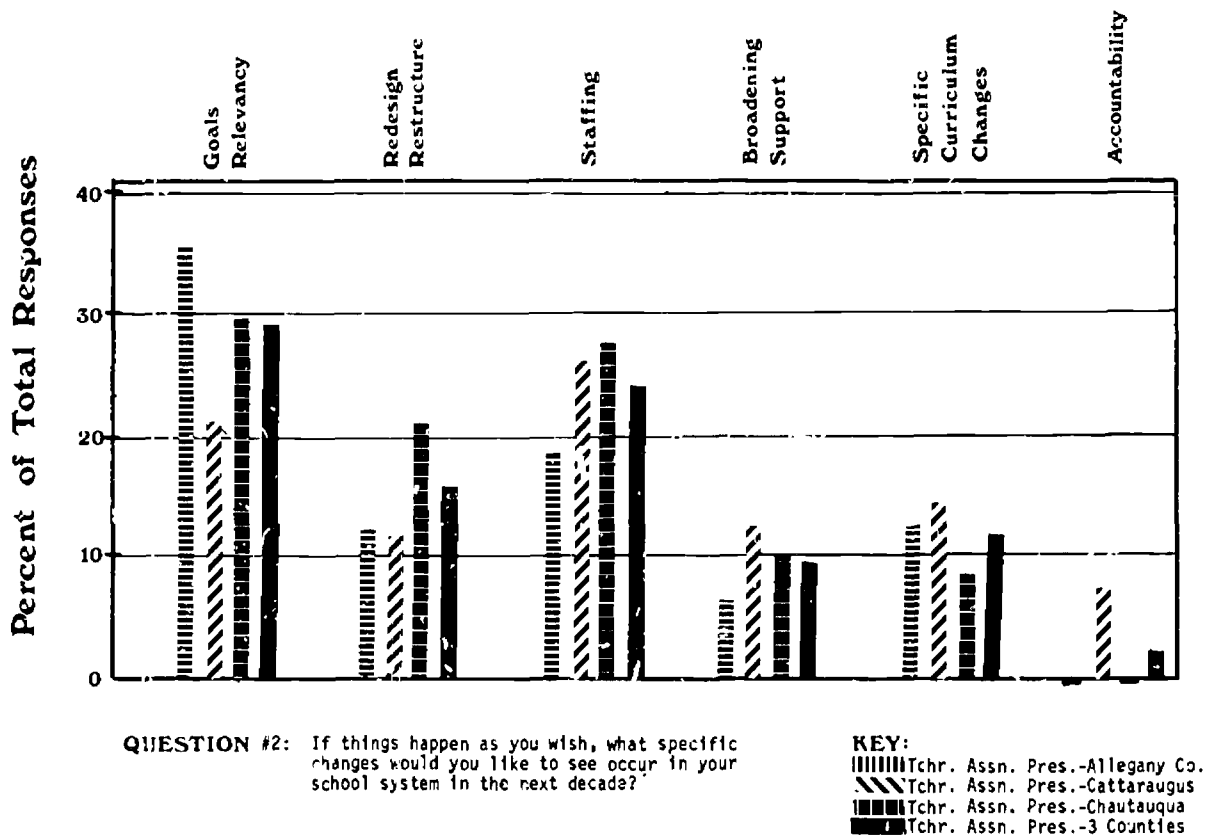
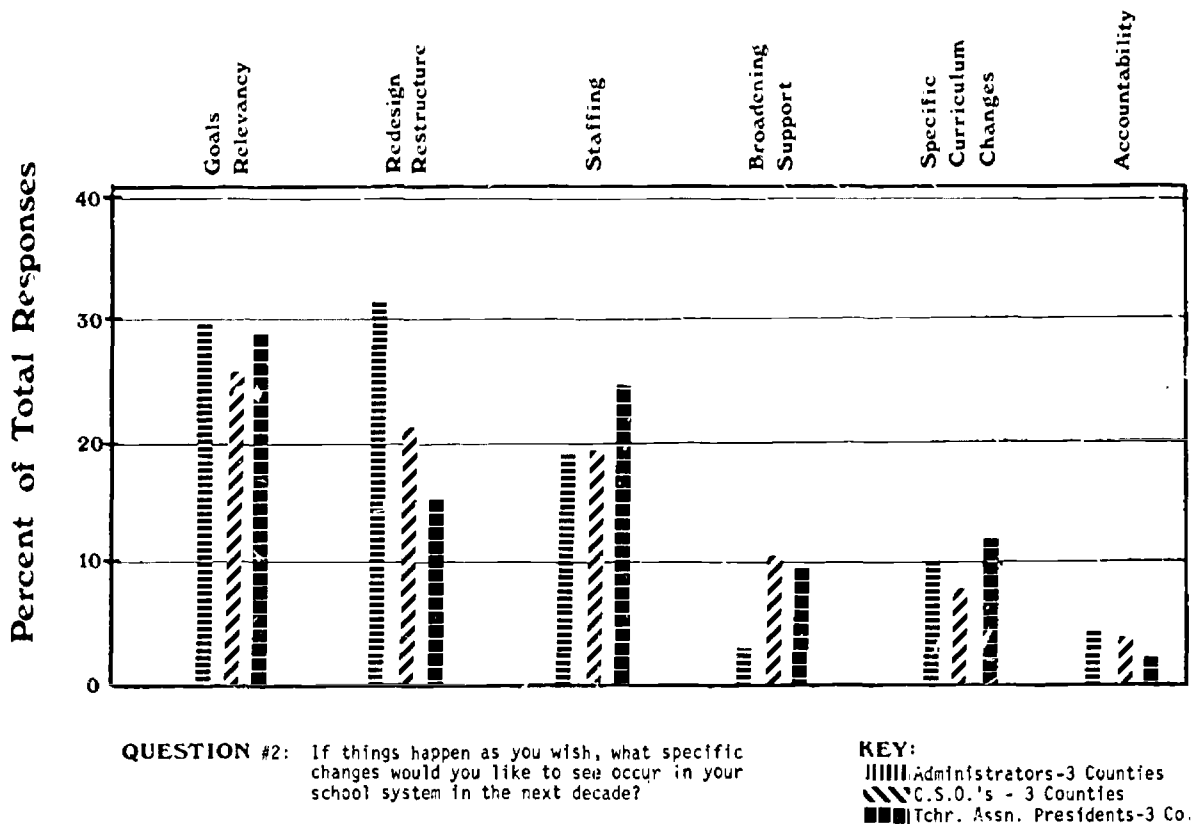


FIGURE 8

- Teacher association presidents in Allegany County expressed a desire for a redefinition of goals more often than presidents in Chautauqua or Cattaraugus Counties (60% more often than Cattaraugus County and 20% more often than Chautauqua).
- Cattaraugus and Allegany County teacher association presidents expressed much less (43% less) interest in restructuring their systems than did those in Chautauqua County.
- Almost no mentions were made of a need for greater emphasis on accountability by teacher association presidents in the three counties. Chautauqua and Allegany Counties had no mentions while Cattaraugus County had only 7% of all responses in this category.

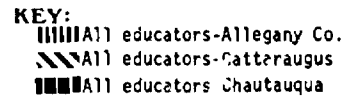
## DESIRED CHANGES- 3-County Totals by Group Response Category



**FIGURE 9**

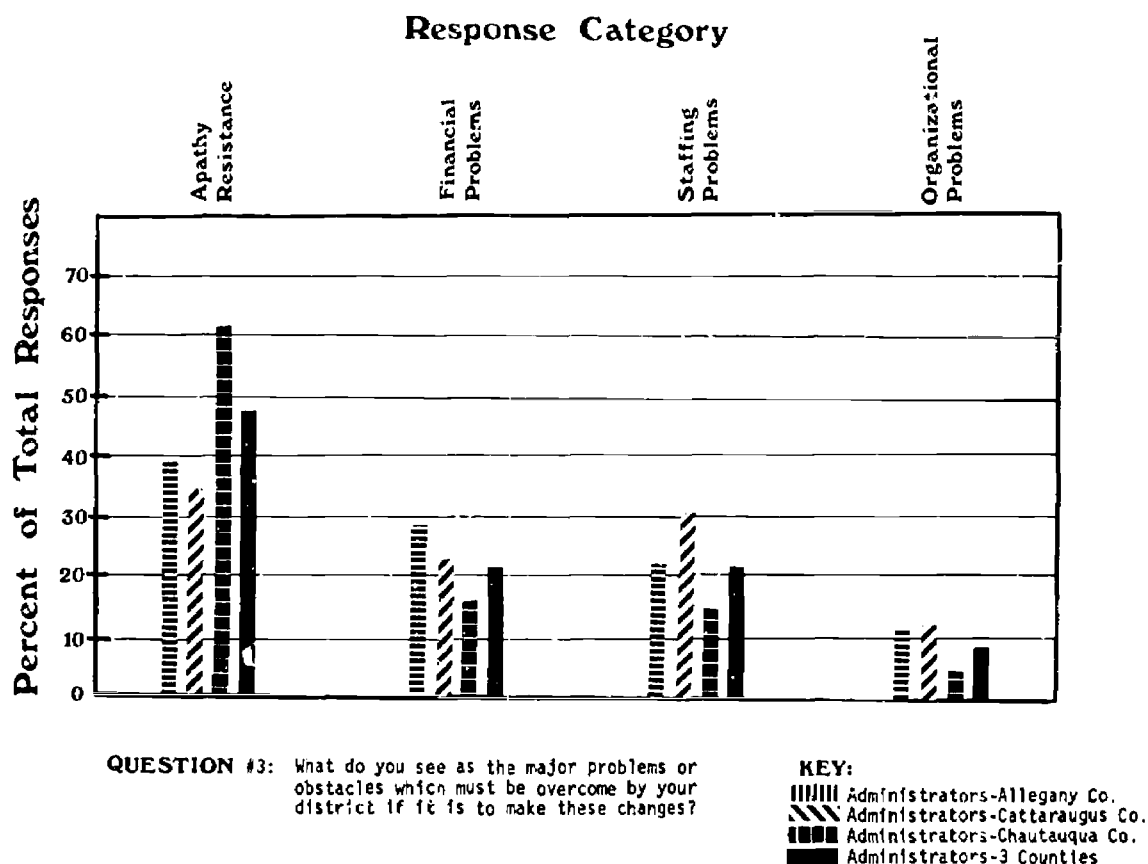
- Chief school officers, administrators and teacher association presidents in the three counties have a similarly high desire to redefine their educational goals and make them more relevant.
- Administrators indicated a desire to redesign or restructure their systems twice as often as did teacher association presidents and 40% more often than did chief school officers.
- Of the three groups interviewed, teacher association presidents expressed the greatest concern with improved staffing policies and procedures.
- Administrators mentioned the need to broaden support less frequently than did chief school officers or teacher association presidents.
- Teacher association presidents indicated the greatest desire for specific curricular changes, administrators somewhat less and chief school officers least.

### Percent of Total Responses



- Educators in Allegany and Cattaraugus Counties placed similar emphasis on nearly every category in stating their desired changes.
- Educators in Chautauqua County expressed a greater desire both to redefine goals and restructure their systems than did educators in Allegany or Cattaraugus Counties.
- The desire for greater accountability and better evaluation procedures was seldom mentioned by any of the three groups.

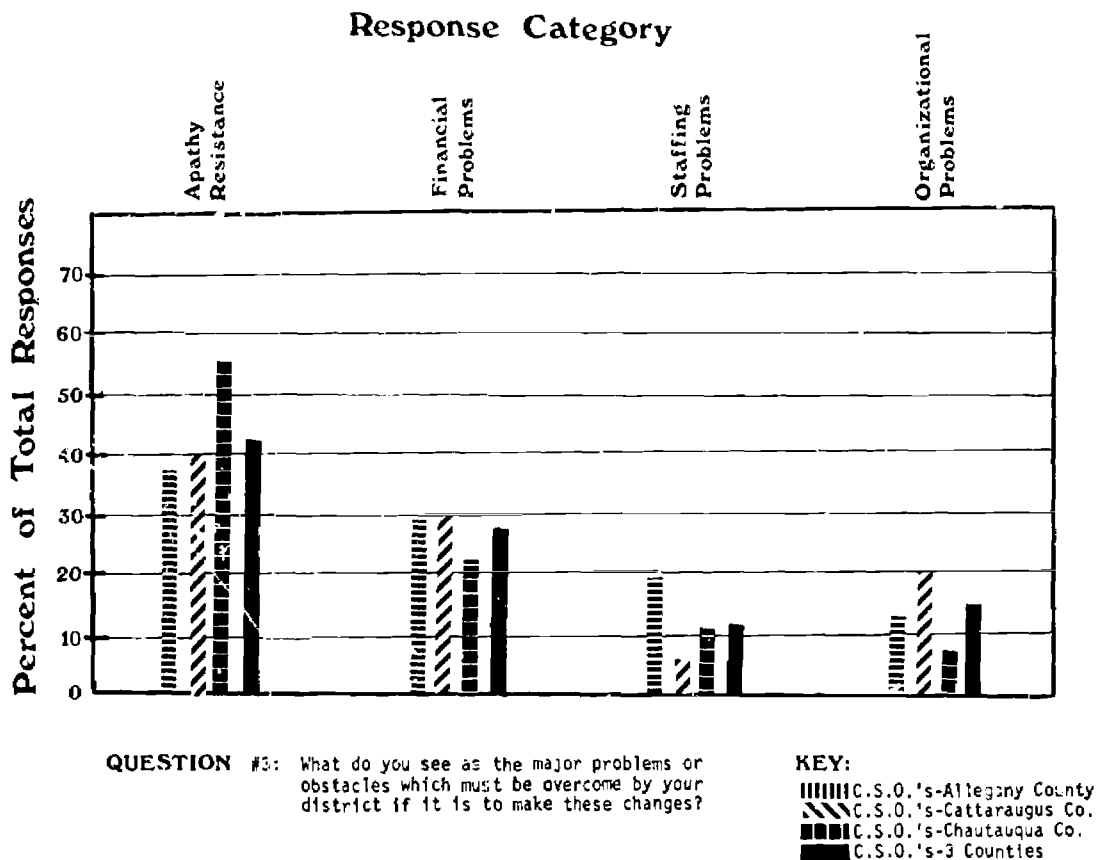
## OBSTACLES TO CHANGE-Administrators



**FIGURE 11**

- Administrators from Chautauqua County felt that apathy and resistance to change was a greater problem than did those in Cattaraugus or Allegany Counties (76% greater than Cattaraugus, and 56% greater than Allegany County).
- Financial problems were mentioned most often by administrators in Allegany County, slightly less often in Cattaraugus County and least often in Chautauqua County.
- Staffing problems received the most mention by administrators in Cattaraugus County and least in Chautauqua. Cattaraugus County administrators mentioned staffing-related problems more than twice as often as Chautauqua County administrators.
- Organizational problems accounted for 11% and 12%, respectively, of the total responses from administrators in Allegany and Cattaraugus Counties. Organizational problems received very few mentions from Chautauqua County.

## OBSTACLES TO CHANGE- Chief School Officers



**FIGURE 12**

- Chief school officers were significantly more concerned about apathy and resistance to change in Chautauqua County than were those in Allegany and Cattaraugus Counties.
- Chief school officers in Cattaraugus and Allegany Counties rated financial problems more important than did chief school officers in Chautauqua County.
- More mention were made of staffing problems by chief school officers in Allegany County than in Cattaraugus or Chautauqua [68% more than Chautauqua and three times as much as Cattaraugus].
- Organizational problems were cited by chief school officers in Cattaraugus County more often than by chief school officers in Chautauqua or Allegany (nearly three times as often as in Chautauqua and 54% more often than in Allegany).



## OBSTACLES TO CHANGE-Teacher Assn. Presidents

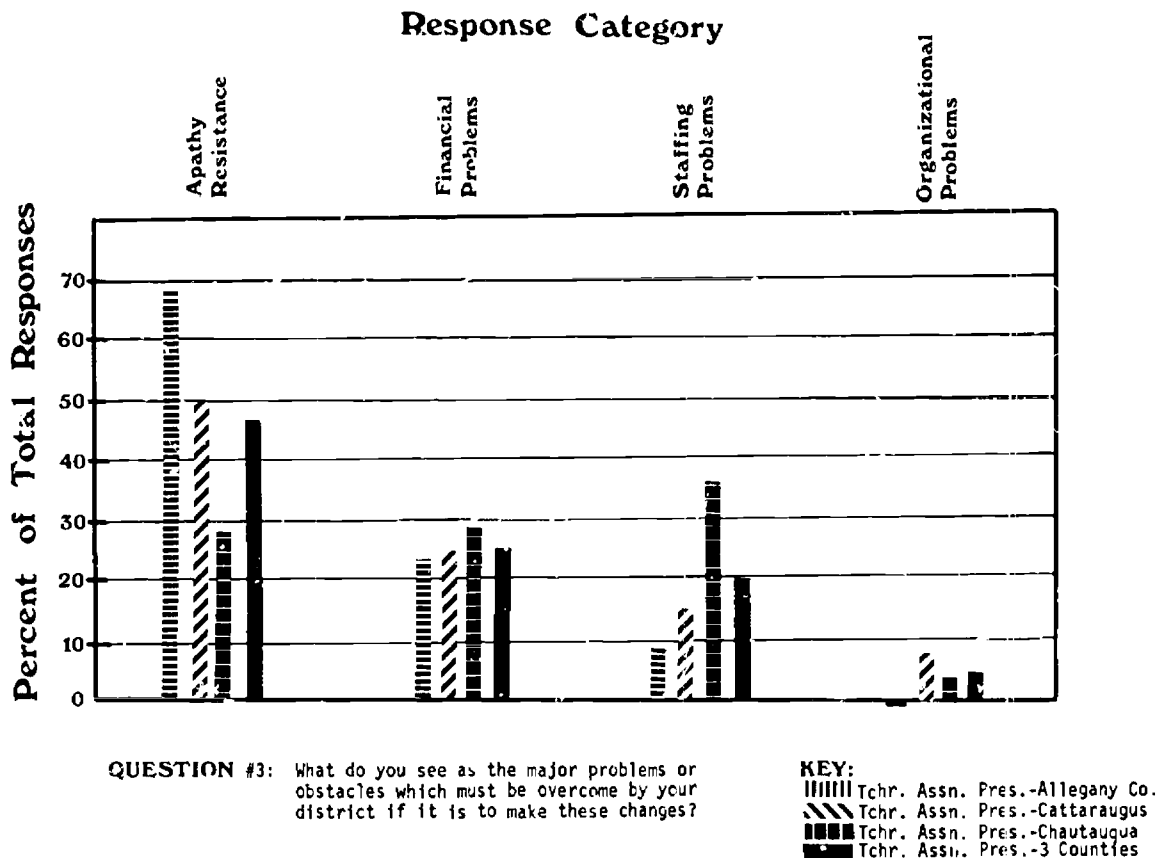
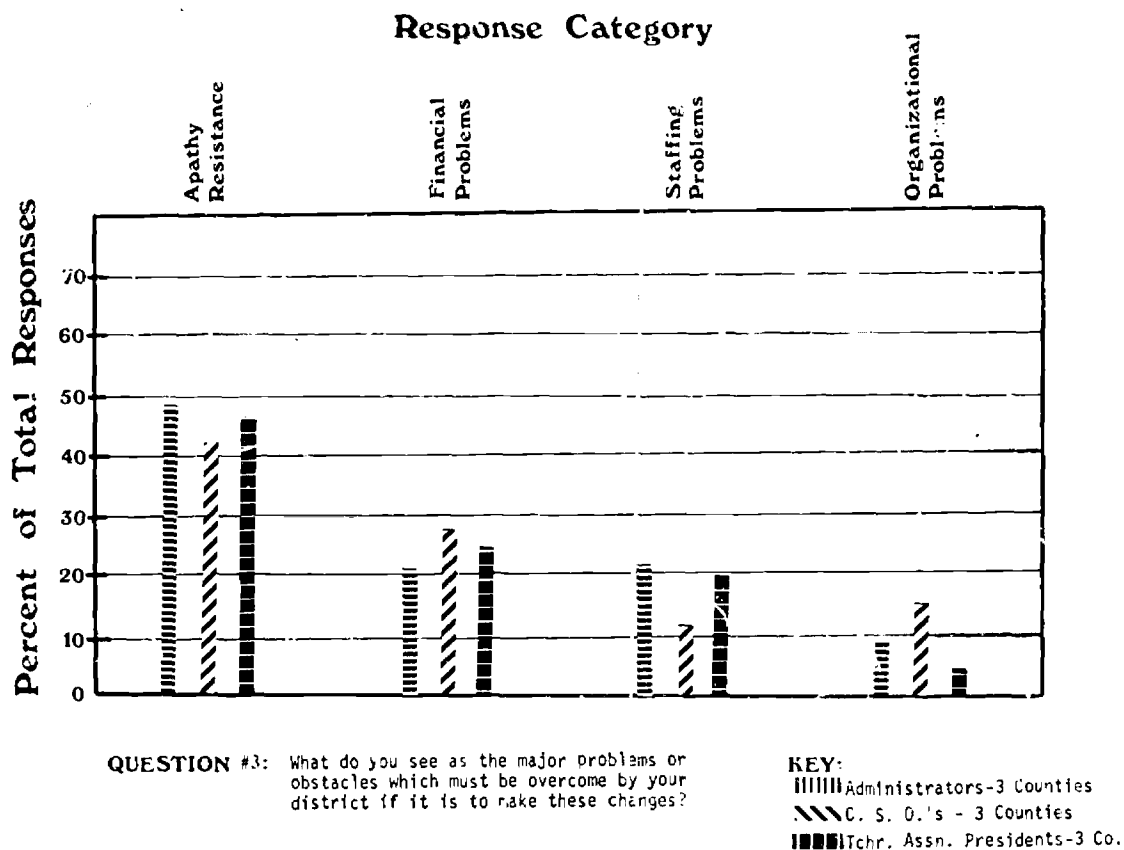


FIGURE 13

- Teacher association presidents in Allegany County indicated by the frequency of their responses that they felt that apathy and resistance to change was a more severe problem than did their counterparts in Cattaraugus or Chautauqua Counties (37% more responses than in Cattaraugus County and 145% more than in Chautauqua County).
- Teacher association presidents in the three counties mentioned financial problems about equally often.
- Teacher association presidents in Chautauqua County indicated that staffing problems were of major importance. Chautauqua County teachers made nearly three times as many responses in this category as did Cattaraugus County teachers and more than four times as many responses as Allegany County.
- Organizational problems were of little concern to teachers in any of the three counties. There were no mentions of organizational problems among teacher association presidents in Allegany County.

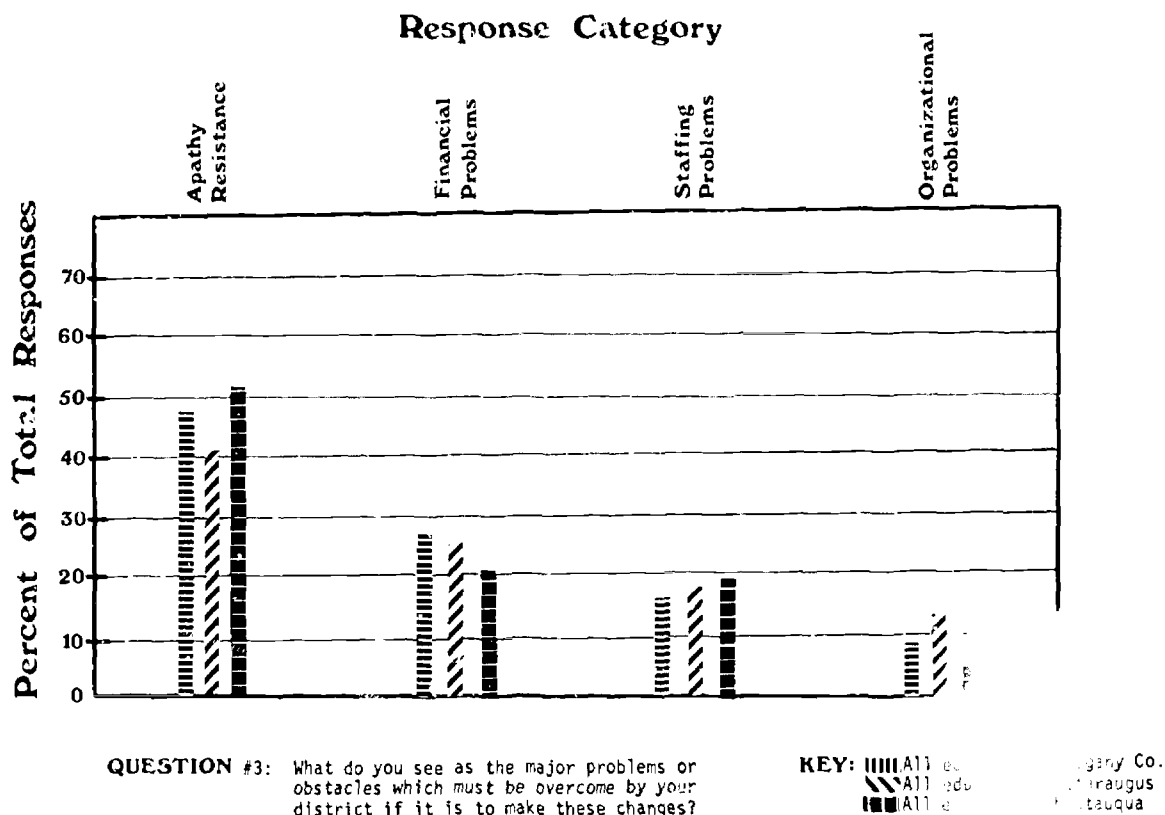
## OBSTACLES TO CHANGE - 3-County Totals by Group



**FIGURE 14**

- Chief school officers, administrators and teacher association presidents indicated by the similarity in the frequency with which their responses fell into this category that they thought apathy and resistance to change was a very important problem in their districts.
- Chief school officers in the three counties felt that staffing problems were less important than did administrators or teacher association presidents.
- Chief school officers viewed organizational problems as being of greater importance than did administrators or teacher association presidents. There were nearly twice as many responses from chief school officers as from administrators and more than four times as many responses from chief school officers as from teacher association presidents.

## OBSTACLES TO CHANGE-All Educators by County

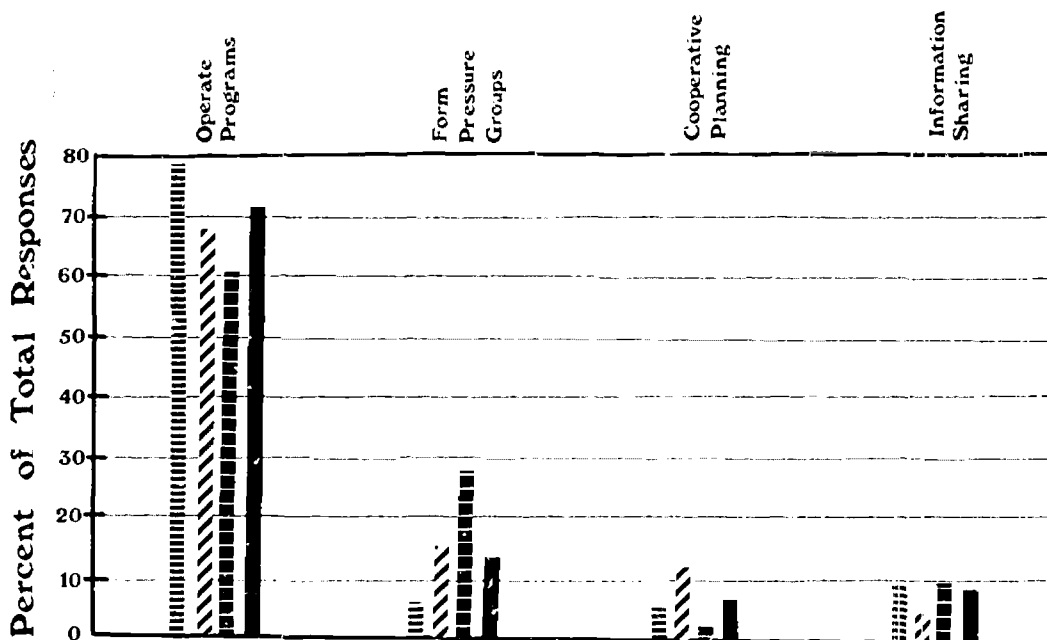


**FIGURE 15**

- Chautauque County educators mentioned problems related to apathy and resistance significantly more often than did educators from the other two counties.
- Educators from the three counties displayed very similar concern about financial problems.
- Organizational problems, while seldom mentioned, were cited most often by Cattaraugus County administrators (nearly twice as often as Allegany County and three times as often as Chautauque).

## REGIONAL COOPERATION-3-County Totals by Group

### Response Category



QUESTION #6: Are there responses to these problems that your district is unable to make individually that it might be able to make in cooperation with other districts?

#### KEY:

■■■■■ Administrators-3 Counties  
 ■■■■■ C.S.O.'s -3 Counties  
 ■■■■■ Teacher Assn. Pres.-3 Co.  
 ■■■■■ All Educators -3 Counties

FIGURE 16

- More than 70% of the responses made by all educators were related to the operation of programs.
- Teacher association presidents made the highest percentage of suggestions related to the formation of regional pressure groups. They made nearly twice as many mentions as chief school officers and more than four times as many as other administrators.
- Only chief school officers made relatively frequent mention of cooperative planning as an appropriate regional activity. Teacher association presidents made almost no such responses.